

Building Capacities

To summarize the available facility space and occupancy rates at Cherokee MHI:

<u>Building</u>	<u>Total Space</u>	<u>Housing Space</u>	<u>Capacity (@35 Sq.Ft.)</u>	<u>Capacity (@60 Sq.Ft.)</u>
Donohoe	25,700sq.ft.	10,200sq.ft.	300 inmates	225 inmates
Wade	17,900 " "	8,000 " "	200 inmates	130 inmates
Ginzberg	19,000 " "	6,000 " "	150 inmates	100 inmates
Main Building	22,000 " "	4,000 " "	<u>100 inmates</u>	<u>65 inmates</u>
TOTALS			750 inmates	520 inmates

Focus

For purpose of preliminary review, we will focus here on the Donohoe Building, our largest free-standing complex, which is in the best condition for renovation for earliest occupancy, and can be secured by perimeter fencing. It was used until 2002 as a day care center. The following renovation, program definition, staffing, and budget estimates will have to be refined in any area which meets DOC/DHS/Legislative needs. To repeat the most important consideration, the options below must have DOC input on compatibility with current needs.

Building Renovation

- Renovation Cost: For the Donohoe Building our total renovation cost estimates suggest a likely range of \$4.8-6.3million. If the Wade Building, which is adjacent to the Donohoe Building, was included in an overall project to relocate 500 minimum security inmates, the cost of a security fence would be reduced for both programs.
- Renovation Time: Reasonable time-lines for completing preparations for occupancy would be one year from funding.
- For stable fiscal year funding levels the Legislature may wish to consider funding for renovation costs in the first year of the program, with the second year funding to begin program operation.

Program Options and Costs

The following program options are suggested as potentially compatible with the Donohoe Building:

- 1) **Community-Based Correction (CBC) Program:** It is suggested, and we concur, that the CBC requirement for productive employment in the local labor market could not be satisfied in this location. The only option we will mention which might meet this requirement is transporting inmates to Storm Lake (22 miles) for jobs at two packing plants with high employee turnover.
- 2) **Minimum Security Prison:** It has been the opinion of DOC staff who have toured the Donohoe Building that its architecture is only compatible with a minimum security level of inmate housing. Although the average per diem in the state prison system averages \$58.59 (range: \$42.82-95.28), we have based our per diem estimates for a 300-inmate facility on the North Central Correctional Facility (NCCF) in Rockwell City, whose FY'03 per diem of \$42.82 remains the lowest in the prison system. Using similar staffing ratios and support costs, our estimated per diem for a 300-inmate minimum security program in the Donohoe Building is \$46.62 per day, or an annual cost per inmate of \$17,016. This is \$1,386 (8.8%) higher than Rockwell City's \$15,630 annual inmate cost. Since our staffing ratios and support costs were very close, the difference is largely due to the smaller size of this program (300 inmates) compared to Rockwell City's 465-inmate facility. Again, if the adjacent Wade Building was included in a relocation plan for >500 minimum security inmates, the combined per diem could be reduced.

Annual Budget: Our estimated annual operating budget for a 300-inmate minimum security program is \$5,104,470, or \$17,016 per inmate per year (\$46.62 per day).

Minimum Security Program Options: In collaboration with Rockwell City NCCF and the City and County of Cherokee, we have operated since 1997 at Cherokee MHI a successful Offender Employment Program. This program involves inmates in on-the-job-training in all basic craft skills – electrical, plumbing, carpentry, masonry, plus food service, grounds-keeping, water treatment, road and street maintenance, parks maintenance, and special projects. This program could be expanded to include as many “minimum out” inmates as might occupy a 300-inmate facility. Major projects which could sustain such a large Offender Employment Program on our campus include:

- **Government Building Renovation:** A permanent work force of 25-50 inmates could be employed for 5-10 years renovating and maintaining some 350,000+sq.ft. of on-grounds, municipal, and county buildings.
- **Public Works Projects:** A permanent work force of 50-100 inmates could be employed indefinitely in routine or project work in streets and bridges, demolition and restoration, water works, parks and recreation, conservation and beautification.
- **Support Services:** A permanent work force of 25-50 inmates could be employed indefinitely in city, county and state agencies performing custodial, food service, laundry, maintenance, grounds, transportation, and clerical duties.
- **Food Processing:** A permanent work force of 25-50 inmates could be employed indefinitely growing, processing, and distributing food products to the state's 16 institutions.
- **Inmate Community Transition:** Another program option for a minimum security prison in this location might also be compatible with community transition of inmates finishing a correctional sentence, with those inmates entering the Offender Employment Program in preparation for entering the work force following release.

NOTE: Many if not all of the above Offender Employment Programs could be credentialled by our local Western Iowa Tech (WIT) Community College through federal grants for inmate rehabilitation.

3) Special Needs Programs:

A) The Mental Health Offender Program: We describe below two levels of mental health programs and their estimated additional per diem costs to a minimum security base budget. One emphasizes medical stabilization, the other behavior modification. If, as sometimes happens, the program was responsible for both missions, the per diem cost would be higher than for either program.

- *Active Mental Health Treatment Program*. This program presumes that inmates with active psychiatric symptoms are referred from other prisons for medical stabilization, then returned to their home prison when psychiatrically stable. Compared to a behavioral program, this program would require a more medically intensive staffing with a shorter length of stay, admission/ discharge coordination, assessments, and active treatment and aftercare planning. For a 225-bed program our supplemental staffing would include 2 psychiatrists, 2 physician assistants(PAs) or advanced registered nurse practitioners (ARNPs), 1 psychologist, 2 social workers, 1 RN supervisor, and 4.5 RN's.

Program Cost: The above additional 12.5 medical staff would add \$915,595 to a 225-bed program's annual operating budget, or \$14.33 per day to the base per diem of \$62.16, for a total estimated per diem of \$76.49.

- *Behavioral Mental Health Treatment Program*. This program is for the mentally ill inmate with treatment-resistant symptoms, including significant behavioral problems such as persistent suicidal or assaultive acts, self-injury, and socially regressive behaviors. The focus would be on individual or group contingency programs to eliminate unacceptable behavior and return the inmate to the general prison population. Staff increases beyond minimum security programs would include 1 psychiatrist, 1 PA/ARNP, 2 psychologists, 2 psychological assistants, 1 social worker, and 4.5 RN's.

Program Cost: The additional 11.5 professional staff for a 225-bed program would add \$731,663 to the annual operating budget, or \$11.45 per day to the base per diem of \$62.16, for a total estimated per diem of \$73.61.

B) A Substance Abuse Offender Program: This program is based on a social rehabilitation model of substance abuse treatment, emphasizing, and could be used in diversionary programs, pre-discharge programs. For inmates serving sentences, it assumes time-limited intervention with return the general inmate population. Additional professional staffing for a 225-bed program would be .5 psychiatrist, 1 PA/ARNP, 1 psychologist, 3 social workers, 3 correctional counselors, and 4.5 RN's.

Program Cost: The additional 13 professional staff for a 225-bed program would add \$628,081 to the annual operating budget, or \$9.83 to the base per diem of \$62.16, for a total estimated per diem of \$71.99.

- C) An Elder Care Offender Program: This program is proposed as a long-term care program for those inmates who need assistance in the activities of daily living (feeding, dressing, toileting, hygiene, ambulation, communication), and if not incarcerated, would qualify for skilled nursing care. Additional professional staffing for a 225-bed program would be .5 physician, 1 PA/ARNP, 1 RN, 5.5 LPN's, and 2 activity assistants.

Program Cost: The additional 10 professional staff for a 225-bed program would add \$455,503 to the annual operating budget, or \$7.13 per day to the base per diem of \$62.16, for a total estimated per diem of \$69.29.

Respectfully Submitted,

Tom Deiker, Superintendent

Use of State Institutions to Reduce Iowa State Prison Inmate Population:

Talking Points:

- **Iowa state prisons are overcrowded = unsafe, violate federal law, will result in federal intervention if there is no Iowa plan to remedy.**

Facts:

- Iowa's 7 prisons house about 8,400 inmates in 2003
- Prison populations will grow by about 500 inmates per year
- Iowa's prisons now exceed the federal "overcrowding" maximum allowable limits by 3%, or about 250 inmates.
- Overcrowding is greatest for minimum-security inmates, with a current capacity of 1,105, and a current census of 1,674, or an excess of 569 minimum-security inmates over prison capacity

- **Use of available empty state institutional buildings provides a cost-effective short-term strategy to reduce inmate populations to acceptable levels.**

Facts:

- The Legislative Finance Bureau estimates a new 750-bed prison would cost \$45 million to construct, plus a \$28.0 million annual budget to operate. Even with funding, the time to bring new prison on line are typically two or more years.
- Renovation of the Donohoe Building at Cherokee MHI (or other vacant state institutional buildings) would be available about one year from Legislative appropriation.
- Renovation of the Donohoe Building at Cherokee MHI for occupancy by 300 minimum-security inmates would cost Iowa:

 About \$6.0 million to renovate, or \$20,000 per inmate, about 33% of the estimated \$60,000 per inmate of new construction.

 About \$5.0 million to operate annually, or \$47/day, less than half (47%) of the estimated \$102/day of a new prison.

 NOTE: The higher new prison operating cost is due to two factors:

 1) An likely security level higher than minimum security; 2) The need to create a new administrative infrastructure which is not present in an existing state facility.

- Use of existing state institutional resources would allow Iowa to develop more long-term strategies to reduce prison overcrowding, such as changes in sentencing, classification, and probation/parole guidelines; community corrections and diversion alternatives; and state budget and capitol construction opportunities.

- Use of available DHS mental health institute campuses for a minimum security prison would relief DOC of the largest prison over-crowding security level, and provide positive program options.

Facts:

- State prisons have 569 minimum-security inmates in excess of beds capacity, or 33% of its 1723 inmates in excess of capacity across all security classifications.
- A minimum-security prison on a state institutional campus could: satisfy hard labor requirements through Inmate Employment programs which meets municipal, county, and state government public work needs such as building renovation, support services, community transition, and formal rehabilitation programs.

- Use of available DHS mental health institute campuses would provide cost-effective services to Special Need inmates.

Facts:

- DOC's only outstanding consent degree deals with adequacy of care for special need inmates.
- The State's mental health institutes (MHI's) have expertise in designing and operating programs for mentally ill, developmentally disabled, substance abuse, geriatric clients; colocated DOC/MHI programs would provide opportunities for shared infrastructure plus joint program planning, recruiting and staff training.
- The mentally ill offender: A DOC special needs program on an MHI campus for the mentally ill offender could: 1) stabilize inmates with acute psychiatric symptoms and return them to their referring prison; and/or 2) provide a long-term behavioral program for chronic mentally ill inmates who provide serious risk factors and specialized supervision requirements.
- The substance abuse offender: A DOC special needs program on an MHI campus for the substance abuse offender could be used in whatever category DOC needs – diversionary, OWI, pre-discharge, brief or long-term of the substance abuse inmate serving a state sentence. (Note: DOC indicates the “substance abuse issues” are the most common problem identified by inmates)
- An Elder Care Offender Program: A DOC special needs program on an MHI campus for the inmate in need of nursing care could: 1) free up beds for the healthy offender; 2) relieve correctional officers from health care roles; 3) reduce the demand for prison infirmary operations and salaried medical staff; 4) reduce the costs of transportation, correctional officer escort and hospital supervision; 5) lower general hospital use and costs; and 6) reduce the use of U of I Hospitals and Clinics for treatment of routine illnesses.

- The final recommendation of the Program Elimination Commission (PEC), set up by the Iowa Legislature, was that the Departments of Correction (DOC) and Human Service (DHS) work together to develop a plan to use the state's mental health institutes to provide mental health and substance abuse services to inmates in Iowa prisons. The above plans accomplish that mandate.

REQUEST FOR INFORMATION - #3082

Question:

1. What does the renovation cost for the Donohoe building (at Cherokee MHI) include?
2. Does the campus have enough and adequate capacity for the additional sewer, utilities, electrical grid, water system, physical plant, etc to add the 300 additional prisoners?
3. What staffing costs on the DHS or the DHS/DOC shared campus concept would be necessary if the 300 people were added?
4. Will DHS need more treatment staff regarding the proposal?

Response:

1. Costs for remodeling are based on the costs experienced in the CCUSO renovation and are therefore only general estimates. DHS staff do not have experience in operating a correctional facility and have no engineering or architectural expertise, and do not speak for the Department of Corrections. If the DOC would be interested in the use of the building the estimate would need to be further refined based on the type of population served. DHS would work in consultation with both DOC and the Department of General Services on renovation estimates. A detailed enumeration of what is included in the renovation costs can be found in Attachment A.
2. Sewage and water infrastructures are included in the renovation costs, enumerated in Attachment A. These systems were not a problem when the space was last used for patient care, but the costs of upgrading has been added to the estimated remodeling cost to ensure that needs can be met. Electrical infrastructure will be met by an upgrade project that is currently underway; costs of electrical work and equipment specific to this project are included in the renovation costs.
3. In order to prepare an estimate of staffing costs DHS has reviewed staffing at other correctional locations and developed a staff to inmate ratio which was applied to the proposed facility. We assumed that:
 - additional staff would be needed to meet counseling, educational and general rehabilitation needs.
 - The TO for the proposed facility will include some full-time support service positions; but significant laundry, food service, and maintenance work will be performed with inmate labor, which is budgeted.
 - The cost of existing positions at the MHI is not reflected in the projected salary estimates because these salaries are already funded by the MHI appropriation.
 - There will be cost-sharing of some positions, similar to the practice at the Clarinda and Mt. Pleasant campuses.

The estimated staffing needs for this project are listed in Attachment B. However, the Department of Corrections would ultimately determine the staffing plans if the renovation is approved.
4. The need for additional treatment staff depends upon the nature of the planned treatment program. The estimated staffing needs of a simple substance abuse treatment program are covered in the staffing plan. A program designed to treat elderly inmates could require a physician assistant or physician contract, along with additional nursing staff.

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Attachment A

Cherokee Purposed Inmate Program Cost 300 bed medium security facility

Start-Up Costs

Building Remodeling

Duct Work	100,000
HVAC	90,000
Metal Doors(72)	54,000
Fence w/(2) Sallyports	1,300,000
Kane Screening (270 windows)	148,500
Control Center	70,000
Man Down System	60,000
Electrical Upgrade	300,000
Food Service Area	200,000
Add Walls	70,000
Plumbing Upgrade	100,000
Bathroom Upgrades	180,000
Heating	20,000
Fire Detector	10,000
Energy Management System	15,000
Fire Dampers	7,000
Seclusion w/toilet	90,000
Control Center and Security	650,000
Architect fees & approve.	385,000
Rec.Shed	100,000
Total Building upgrade with fence	\$ 3,949,500

Beds, flatware, lockers, desk, bookcases, TV	168,000
Rec. Equipment	60,000
Kitchen Transport equipment	100,000
Washer/Dryers	55,000
Library/Chapel area	50,000
Cafeteria Area	20,000
Visiting Room/Phone area	10,000
Canteen Area	15,000
IT equipment	100,000
Med. Clinic Area	200,000
3 Correctional Vans	90,000
Arts and Craft Area	30,000

Total Furniture and Equipment: \$ 898,000

Total Start-up Costs \$ 4,847,500

Construction cost uncertainties:

Water and Sewage lines dealing with 300 inmates

Cost of fence and size, is a double fence required? How large of yard is required?

Fire Escape needed from basement area, if used for Offices or classrooms?

Fire Escape exits on the side of the building, will they need to be covered?

Special Furniture needs and cost?

If all of the above are required or become a problem, an additional 1.5 million may be required. This would bring construction totals to \$5,449,500.00; plus start-up equipment, the grand total requested to fund would be: \$6,347,500.00. Note all cost are based on CCUSO cost of contracted construction. Cost could be reduce, if much of the work was done by MHI staff.

Total Construction and Start-up Cost requested FY 04

\$ 6,347,500

Attachment B

FY05 Operating Costs

(Note: Staffing and cost would need to be confirmed by the Dept. of Corrections)

Staffing (Salaries)	
(48) Corr. Officers	
(4) Corr. Supv.	\$1,872,000
(3) Corr. Counselors	196,000
(1) Psych. 2	135,000
(1) Corr. Support Supv.	57,000
(1) PA	37,000
(1) Security Dir.	75,000
(1) Corr Grounds Maint.	68,000
(1) Corr. Supt.	37,000
(1) Sec. 1	75,000
(3) Corr Food Serv Coor	30,000
(2) Corr. Maint. Repair	117,000
(1) Acct. Clerk II	74,000
(2) Educators	28,000
	98,000
Total Base:	
X .04 anticipated raises	\$2,899,000
X .25% Benefit package	\$115,960
Inmate payroll	\$753,740
(Total FTE's: 70.0)	\$300,000

Total Salaries	\$4,068,700
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Note: Staffing does not included shared staff in Maint., Admin. Food Service, Medical from MHI: these dollars are already appropriated it would be a cost shifting from DHS to Corrections, based on % of time spent on program.

Support Cost estimates:

Food	\$400,770
Util.	41,000
Supplies	100,000
Maint.	87,000
Laundry	125,000
Travel	75,000
Medical	50,000
Clothing and Uniforms	40000
Security Supplies	46,000
Training	71,000
Total Support Costs	\$1,035,770
<u>First Year Operation Expense (Salary/Support) FY05 :</u>	\$5,104,470

NOTE: Shared Services Cost are not included, they are currently appropriated.

Comparison of Purposed Cherokee Program to existing DOC facilities

Inmate day/year cost for Cherokee facility:

- 300 Inmates X 365 days = 109,500 inmate days
- Total appropriation \$5,104,470 / by inmate days 109,500 = \$46.62 per day cost
- Inmate per day cost \$46.62 X 365 days in a year = \$17,016.30 cost per year per Inmate
- Employee to inmate ratio is 1 to 4.29

Comparison to Rockwell FY03 budget:

- FY03 Rockwell was appropriated \$7,268,049
- Staffing was authorized for 110 FTE
- Current Inmate population 465
- 465 inmates X 365 days = 169,725 inmate days
- Total appropriation \$7,268,049 / by inmate days 169,725 = \$42.82
- Inmate per day cost 42.83 X 365 days in a year = 15,629.30 per year cost
- CMHI per year cost \$17,016.30 less Rockwell per year cost \$15,629.30 = \$1,387.00 diff.
- Employee to inmate ratio is 1 to 4.23

Statewide Correctional comparison:

- Average Staff Ratio to inmate 1 to 3.06
- Average Daily Cost per inmate \$58.59
- Average yearly Cost per inmate: \$21,385.76